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ASSISTANT SECRETARY OF DEFENSE
WASHINGTON, D. C. 20301

INTELLIGENCE

MEMORANDUM FOR Secretaries of the Military Departments
Chairman, Joint Chiefs of Staff
Director of Defense Research and Engineering
Assistant Secretary of Defense (Comptroller)
Assistant Secretary of Defense (Program Analysis and Evaluation)
Director, Defense Intelligence Agency

Director, National Security Agency/
Chief, Central Security Service

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SUBJECT: Intelligence Annex to the FY 77 - 81 PPGM (U

This memorandum conveys the classified Intelligence Annex to SecDef's Planning and Programming Guidance Memorandum (PPGM) issued on 7 February 1975. The Annex addresses resources contained in the Consolidated Defense Intelligence Program (CDIP) as well as certain direct support and intelligence-related activities. It provides guidance, identifies issues, and, with respect to CDIP programs, formulates resource goals.

This Annex, together with the PPGM and ASD(PA&E)'s POM Preparation and Format Instructions, should be used to develop FY 77-81 POM's and Program Manager recommendations.

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DIA review completed

Albert C. Hall

Attachment

Copy to:
Director of Central Intelligence

OSD REVIEW COMPLETED

NSA review completed

Unclassified When Attachments Are Detached

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ANNEX TO FY 77 - 81

PLANNING AND PROGRAMMING GUIDANCE MEMORANDUM

CONSOLIDATED DEFENSE INTELLIGENCE PROGRAM

NOTE

This Annex was initially published at higher classification. Reissuance of selected portions of the Annex at this lower classification has been made so that it may be used, as appropriate on a need to know basis, throughout the DoD intelligence community.

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EXEMPT FROM [illegible] SCHEDULE OF
EXECUTIVE ORDER [illegible] CATEGORY 2.
DECLASSIFY ON Impossible to Determine.

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I. PURPOSE AND SCOPE

(U) This Annex is a classified supplement to the FY 77-81 Planning and Programming Guidance Memorandum (PPGM) issued by the Secretary of Defense on 17 February 1975. The direction contained herein comprises: (1) Resource Guidance; (2) General Issues, which apply to two or more programs or extend to activities beyond national intelligence resource boundaries; and (3) Single Program Issues and Guidance.

II. RESOURCE GUIDANCE

A. Fiscal Constraints

(U) Program and Service component fiscal guidance appears in Section II of the FY 77-81 PPGM. These levels constitute Intelligence and Security program ceilings for Service and Agency POM submissions.

B. Research and Development

(U) In order to ensure an appropriate degree of emphasis on new initiatives in manpower-intensive programs, thresholds will be established for RDT&E funding for these programs. RDT&E in the Consolidated Cryptologic Program will comprise approximately [redacted] of the Total Obligation Authority (TOA). Research and Development funding in the General Defense Intelligence Program will comprise approximately 10% of the TOA. Priority will be placed on: (1) on-going and new initiatives which will improve the scope, quality and timeliness of intelligence support to tactical commanders; (2) labor savings initiatives; and (3) initiatives which improve the quality and efficiency of production activities.

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C. Procurement

(U) A policy of competitive procurement will be followed for new system acquisition, unless sole sources can clearly be shown to be more advantageous to the government. Major exceptions to this policy will require prior ASD(I) concurrence.

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(U) In order to achieve improvements in procurement planning and programming, design to cost and life cycle costing will be applied to intelligence system procurements. In many instances program managers must derive appropriate models of these techniques for application to intelligence system procurements. The DCP/DSARC procedures are specifically recommended as a model for such application.

D. Construction

(U) Proposals for new construction will be incorporated within established program fiscal ceilings. In considering such proposals, Services and Agencies will give priority to necessary construction at locations where long-term tenure is assured. Where possible, Services and Agencies will avoid fixed facilities in favor of other alternatives.

E. Manpower

(U) Currently approved manpower reductions will continue. Proposals for additional manpower may be included in POM submissions. Such proposals must clearly identify the specific mission against which the additional manpower will be applied and an assessment of that mission's importance. Each request will contain descriptions of potential manpower trade-offs, including a statement of mission impact should the trade-off be accepted.

F. Program Structure

(C) In order to achieve necessary increased flexibility and improve programmatic responsiveness to new intelligence needs, Services and Defense Agencies will merge related program activities. To implement this structure, the following changes to current Program and Program Element Structures are recommended:

1. The Advanced Program Support Program (APS) and the Consolidated Cryptologic Program (CCP) (less communications) will be combined, as appropriate, into a single Program.

2. The General Defense Intelligence Program (GDIP) (less communications), Special Reconnaissance Vehicle Program (SRV) and Navy Special Activities will be combined into a single Program.

Approved For Release 2006/03/17 : CIA-RDP80M01133A000600130008-1

Approved For Release 2006/03/17 : CIA-RDP80M01133A000600130008-1

3. Air Force Special Activities and Navy Special Systems will be combined into a single Program.

(U) Services and Agencies will ensure that visibility is afforded to DoD resource managers at all levels.

G. Overguidance Submissions

(U) The inclusion of overguidance candidates as part of POM submissions is encouraged. Overguidance candidates should be clearly identified and should exhibit full FY 77-81 resource (fiscal and manpower) detail. In the development of POM's, Services and Agencies will ensure that overguidance candidates are of lower priority than all projects proposed within ceiling.

III. GENERAL ISSUES

(U) Issues which apply to two or more constituent programs of the CDIP or which extend beyond formal national intelligence resource boundaries are identified and tasked below. Those which are confined to a single CDIP program appear in detail in Section IV. Unless otherwise indicated, issues should be submitted as part of or concurrently with the POM submission.

A. General Guidance

(S) 1. Major emphasis has historically been placed on intelligence for national policy and decision makers primarily directed at the Soviet Union and the Peoples Republic of China. While this remains of paramount importance, emphasis must be revised to a degree to recognize the importance of contingency and crisis situations and the combat readiness of the military forces to provide flexibility and credible response.

(S) 2. Accordingly, Program Managers should recommend increased intelligence efforts directed at areas such as the Middle East and Latin America. These target changes should be clearly identified and reviewed prior to implementation. Specific identification should also be made of lower priority USSR and PRC targets that offer viable trade-off.

Approved For Release 2006/03/17 : CIA-RDP80M01133A000600130008-1

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(S) 3. While it is not possible to definitely draw the line between support to national decision makers and combat readiness on the one hand or the detailed division of effort between the USSR/PRC objectives and other contingency and crisis situation objectives, the DCI's objectives stated in his memorandum of 18 June 1974 to the President and JSOP Part II, Annex A, should be used as key inputs in developing program recommendations.

(S LimDis NF) 4. In executing the above guidance, and in view of the continued austere funding available for intelligence, the following principles apply:

(a) The development of the distributed data base concept should be pursued vigorously in order to assure the reduction of management layers and unwarranted duplication of effort, while preserving intelligence production quality.

(b) Increase the use of satellite systems for contingency and combat readiness support.

(c) Effect the standardization of data bases moving toward accessibility at national as well as departmental and combat command levels.

(d) Analytical areas which require greater emphasis in order to support a Service mission will be clearly identified by that Service. This identification should include a clear and complete statement of priority and need.

(e) Implement and strengthen the organizational principles of management by exception, management by objective, and delegation of authority to the lowest competent echelon.

(f) Increase emphasis on providing resources for processing and production.

B. Tactical Intelligence Support to Combat Forces

(S) 1. General. The Services should improve tactical intelligence support to combat forces. Emphasis should be placed at the combat force level. Plans for tactical intelligence support

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(S) 2. EUCOM-USAFE-USAREUR. Consolidation of AFCENT intelligence support to Boerfink establishes a useful concept for improved intelligence support in the European area. Development of a similar capability by USAREUR for support of NORTHAG and CENTAG should receive high priority. These facilities should be integrated into a total SHAPE/EUCOM intelligence support capability which fully supports the DIA delegated intelligence production concept. This approach is necessary in order to maximize intelligence support capabilities while conforming to the Unified Command Plan and other Headquarters reduction efforts. National Security Agency plans and programs to consolidate and modernize SIGINT support activities in Europe should be fully integrated into these plans.

The following plans should be submitted for review on the dates indicated:

Army - by 1 May 1975 submit a plan for improved intelligence support to Army operations in Europe in parallel with the Boerfink concept. Interfaces with NSA/CSS SIGINT activities and the Boerfink effort should be specifically identified in the Plan.

- by 15 May 1975, perform a study of Warning in Europe which focuses upon a Warsaw Pact mobilization scenario. The effort should include Air Force participation and should feature an analysis of the assumptions in the earlier report concerning the readiness of Category III divisions and the capability of the Soviet Warsaw Pact transportation system to rapidly move 90 divisions.

Air Force - by 1 April 1975 submit a plan for the Boerfink effort. This plan should include full definition of interfaces with AWACS, NSA SIGINT resources, and other collection and data processing systems.

- Participate with the Army in the Warning in Europe Study due on 15 May 1975.

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JCS - by 1 June 1975 develop a plan for an integrated approach to intelligence support in Europe. This plan should reflect the Army and Air Force plans requested above, support the DIA delegated intelligence production concept and provide for adequate intelligence support to SHAPE in both normal and crisis or war situations.

(S) 3. NMIC. Consolidation of the National Military Intelligence Center with the National Military Command Center and efforts to improve the operations/intelligence interface should continue to receive the highest priority. The JCS NMIC plans should be updated to reflect the full details of incorporation of a collection coordination facility and provided to ASD(I) for review by 15 May 1975. A concept of operations will be submitted to ASD(I) for review not later than 1 March 1975. This concept should include the capability for integrated collection tasking and processing.

IV. SINGLE PROGRAM ISSUES AND GUIDANCE

A. Consolidated Cryptologic Program/Advanced Program Support

1. HF Modernization

(S) Efforts should be continued for equipment development

R&D should also continue for remoted collection. Planning should include the development of field station automation and field station mission management systems which will be fully coordinated with HF modernization initiatives. These management systems must be funded within the base program ceiling.

(C) Funding has been included to provide for the development of a capability for crisis SIGINT management. Specific design plans for this capability should be provided ASD(I) prior to the obligation of funds.

Approved For Release 2006/03/17 : CIA-RDP80M01133A000600130008-1

Approved For Release 2006/03/17 : CIA-RDP80M01133A000600130008-1

2. SIGINT Processing/Reporting

(S) DIRNSA/CHCSS should develop a comprehensive plan which identifies programs and efforts to improve the selection, processing and reporting of substantive SIGINT. The plan should specifically address improvements with respect to SIGINT reporting

The plan should be submitted to the ASD(I) by 1 June 1975.

3. Airborne Modernization

(S) Programming should continue for the modernization of the RC-135 RIVET JOINT aircraft fleet to a total of [redacted] aircraft. However, planning should provide this capability within currently available funding levels. Alternatives should be provided, as part of the POM submission, for permanent overseas basing for appropriate numbers of these aircraft. 25X1

4. Direct Support

(U) Procurement for Army, Navy and Marine Corps direct support SIGINT systems will be funded in appropriate program elements of Major Program 2. All such procurement as well as manpower and operations costs and personnel levels will be separately and clearly identified in accordance with Guidance for POM Preparation. RDT&E in support of all SIGINT activities will continue to be funded in Major Program 3, Intelligence and Security.

Approved For Release 2006/03/17 : CIA-RDP80M01133A000600130008-1

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(U) The fundamental responsibilities of DIRNSA/CHCSS for all SIGINT resources and activities as specified in National Security Council Intelligence Directive (NSCID) #6 and DoD Directive S-5100.20, will continue. Information required in POM guidance and other data needed by DIRNSA/CHCSS to conduct a review of Direct Support assets will be submitted to him by Service Departments. The DIRNSA/CHCSS will review Army, Navy, and Marine Corps direct support SIGINT resources, display them with the CCP and comment on them in the submission in June 1975.

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5. Resource Goals

[redacted]

(b) Maintain currently programmed airborne, seaborne, and ground mobile assets. Modernize platforms to reduce personnel requirements and to increase productivity and reporting timeliness.

Approved For Release 2006/03/17 : CIA-RDP80M01133A000600130008-1

Approved For Release 2006/03/17 : CIA-RDP80M01133A000600130008-1

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Approved For Release 2006/03/17 : CIA-RDP80M01133A000600130008-1

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B. General Intelligence

1. Intelligence Data Handling System

(S) DIA will be the manager for IDHS activities and will be responsible for the preparation of all IDHS plans. Specifically, the portion of plans developed by the major intelligence centers concerned with internetting of intelligence ADP facilities shall be conducted by the DIA IDHS Program Manager and integrated with the Technical Development Plan discussed below. IDHS activities will be defined as those programs, functions and facilities which are devoted to the inter-connection or internetting of intelligence ADP facilities and systems. The inter-connections included may be for the purpose of remote file access, resource sharing, load balancing, or message handling.

(S) . . A separate identification of Intelligence ADP Support shall be established to include the intelligence ADP facilities and systems at a single site (node) for the support of intelligence activities at that node. These facilities include information storage/retrieval systems, scientific processors, and other related equipment. DIA and the Services will identify those ongoing activities which are associated with each of these activities.

(C) DIA should continue planning activities for the IDHS as defined above, consistent with the distributed production data base concept. A Technical Development Plan (TDP) should be developed which will clearly indicate the results to be achieved and the method of achieving them, including means for integrating the numerous sub-systems. The TDP should include the following elements:

- Identification of the user segments to be served
- Management and control procedures
- Responsibilities of participants
- A master milestone schedule

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(U) Management and control procedures should clearly delineate requirements for configuration control, design standardization, documentation standards, and test procedures. The plan's treatment of participant responsibilities should clearly delineate those projects (operational, developmental, and R&D) which are to be integrated.

(U) The Master Milestone Schedule in the TDP should tie together the schedules of the individual projects into a well-ordered and enforced program schedule. It should include firm milestones for each project and the overall program. Critical items and pacing items must be indicated.

(S) The TDP should be based on assessments of the information flow requirements, which will be the basis for specific technical objectives. Technical factors to be addressed in detail include the design and implementation of network protocols and distributed data base design. Network protocols will be established in conjunction with the Services and the Commands, to accommodate their requirements. The adopted protocols will be compatible with those being developed by COINS, to assure ready interface. Delegated Intelligence Production data base design will be accomplished in consultation with the Services and the Commands. The objective is to establish authoritative responsive and up-to date data bases for world-wide use without the requirement for duplicative files and the free and timely flow of intelligence to consumers.

(C) Continuing criteria for IDHS systems include (1) timeliness of data transfer, (2) degree of support to users, (3) ability to support crisis and contingency operations, (4) flexibility, and (5) survivability.

(C) The final DIA TDP should be submitted to ASD(I) by 1 June 1975, and should specify the development of the world-wide IDHS network within established fiscal and manpower guidelines.

2. Adequacy of Intelligence Analysis and Production

(S) DIA will continue analyses in this critical area, with Service, NSA, support. Analyses will include:

(a) Assessment of user needs for intelligence

(b) Delegation of intelligence production among DoD producers

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Approved For Release 2006/03/17 : CIA-RDP80M01133A000600130008-1

(c) Evaluation of the effectiveness of collection programs and operations to support analysis/production needs

(d) Alternative techniques for processing of raw data to enhance contributions to analysis/production efforts.

(C) Alternatives should be developed which may ultimately involve the transfer of resources among functions, Services and Defense Agencies. The results of these efforts, to include firm recommendations for program changes in FY 77 - 81, should be detailed in the DIA POM submission.

3. Drone and U-2 Operations

(S) The Air Force should provide a long-range plan and supporting program to ASD(I) as part of their POM submission reflecting a shift in emphasis from the technical upgrade of current systems to the development of more cost efficient vehicles, an expanded multi-sensor payload and a quick-reaction crisis response capability. The application of techniques to: (1) reduce manpower while retaining a training base that can rapidly react to crisis situations; (2) expand to a wartime posture if sustaining operations are required; and (3) reduce fuel consumption/flying hour costs will be prime operational considerations in the development of new systems.

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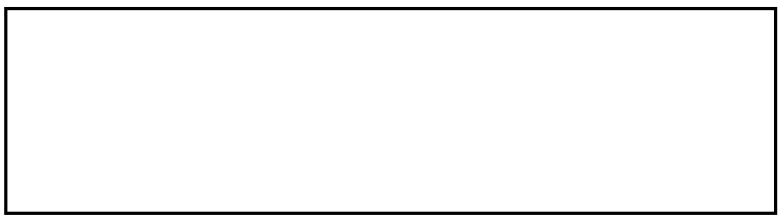

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5. Training and Career Development

(U) DIA should establish a continuing plan for training and rotational/exchange programs for both civilian and military personnel. This plan will reflect both the resources required and the number of personnel scheduled for each activity, such as formal training and education programs, rotational assignments, interagency exchange programs, and intern-trainee assignments. The plan should feature quantifiable criteria against which progress in these areas can be measured.

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(U) Each service should develop a plan to improve the professionalism of military and civilian intelligence personnel through increased attendance at professional and technical service schools and civilian academic facilities. The intent of this effort is to obtain promotion and assignment parity for military and civilian intelligence professionals in comparison to non-intelligence careerists. Each service plan should exhibit quantifiable criteria against which progress in these areas can be measured.

6. Resource Goals

(S) The following intelligence resource goals direct general intelligence activities toward primary emphasis areas. DIA and the Services will establish required actions in accordance with this guidance. These required actions will be designed to: (1) be obtainable, that is, consist of tasks which can be clearly defined and monitored; and (2) be quantified in terms of manpower and equipment costs. POM's should be developed within this basic framework, and should be structured in such a way as to be able to provide a clear relationship between resource allocations and resource goals. A direct logical sequence must flow from the required actions to the Service/Agency goals and in turn to the Service/Agency mission objectives. These relationships will serve as a fundamental criteria during the program review process.

Army

1. Improve intelligence support to Army tactical commanders, Department of the Army and Major Command force development activities by: (a) developing more effective and efficient intelligence organizations, equipment and operational concepts; (b) implementing concepts for automated data support and dissemination of all-source intelligence information and; (c) increasing Intelligence and Security RDT&E efforts in response to Army intelligence needs.

2. Improve management of HUMINT operations and expand HUMINT operations against Soviet Bloc, Middle East, PRC, and SEA targets.

3. Expand scientific and technical intelligence exploitation of foreign material and information and improve production of general intelligence required by the Army.

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Approved For Release 2006/03/17 : CIA-RDP80M01133A000600130008-1

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i. General Purpose Air Force; capabilities and development

j. Tactical and strategic nuclear weapons

DIA

1. Develop an improved capability to provide information and warning related to war, crisis events, and rapidly developing, time sensitive situations to National Command Authorities, the Joint Chiefs of Staff, the Unified and Specified Commands, deployed forces, and the U.S. Intelligence Community.

2. Ensure protection and security for sensitive collection techniques, capabilities and sources while achieving a free and timely flow of information to key National and Defense intelligence consumers.

3. Improve the process for formulating, reviewing and levying Defense research and development requirements for new and improved collection, processing and dissemination systems in cooperation with other non-Department of Defense intelligence related organizations.

4. Enhance the capability to provide geographic and logistic intelligence concerning areas of potential military operations by U.S., allied or potential enemy forces.

5. Pursue intelligence programs which ensure capability to verify compliance with any international agreements affecting defense interests, to include SAL, MBFR, The Limited Test Ban Treaty, and various ceasefire agreements.

6. Increase integrated, multi-weapons system analyses and develop and apply analytic methodologies in support of priority S & T intelligence production requirements.

7. Improve all source finished military intelligence to support the operational missions of the National Command Authorities and the Unified and Specified Commands.

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